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ABSTRACT

This document contains two papers on library services in prisons which were presented at the 1985 International Federation of Library Associations (IFLA) conference. In the paper, "Library Service in Prisons/Correctional Institutions," Phyllis I. Dalton (United States) proposes that the IFLA Section on Libraries Serving Disadvantaged Persons establish a working group to address the issue of library service in prisons. Among the topics discussed are the difficulty of her initial international literature searches; the need to make people aware of the informational and recreational needs of this population; the need for comprehensive literature searches so as not to duplicate previous efforts; and recommendations for action, evaluation, and accreditation. In "Prison Library Services--A Responsibility for the Public Libraries," Bjorg Heie (Norway) presents a picture of the development of prison libraries in Norway. This paper includes facts about Norway; information on library services in prisons before 1980; a model for buying services from the municipal public libraries; and discussions of the division of responsibility between prisons and libraries; the size of collections and payment for the right to use books; and staff requirements and work in the prison library. (THC)

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1985

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LIBRARY SERVICE IN PRISONS/CORRECTIONAL INSTITUTIONS

by

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LIBRARY SERVICE IN PRISONS/CORRECTIONAL INSTITUTIONS

Phyllis I. Dalton

When a unit of an association takes on a new responsibility as we are now doing in helping to implement the Section's concern for library service in prisons/correctional institutions, there is a feeling of a new excitement as well as a ripple of trepidition. Questions come to mind as: 1. How do we take on a responsibility for Library Service in Prisons/ Correctional Institutions? 2. Why are we involving ourselves in this new responsibility? 3. What do we do first, second, third and what does the future hold? 4. What is our end goal? 5. How and when do we reach that goal?

I personally am very pleased that this concern is now being assumed as a responsibility of the Section. It has been one of my concerns for some extended amount of time, although it is often difficult to think on a global basis when so much remains in your own country to be done as it does in the United States. It would be so much easier if all could remain status quo for just a moment so we could see just where we are at one given time- then we could more easily determine where we are going. Such, of course, is not the case. Nothing is static in corrections - all is constantly changing and so it must be with libraries as a part of correctional institutions. The positive product of this constantly changing world is that it keeps all alert and innovative

Initial Literature Searches

My own deep international concern with libraries in correctional facilities outside the United States came in 1976 when I was asked to write the article for LIBRARY TRENDS in the issue on "Library Services to Correctional Facilities." My article was entitled "Library Services in Other Countries." I accepted with bravado and innocence, truly not realizing the scope of the article and the almost impossibility of obtaining the information on which to base the writing. A search of the literature available to me, indicated that, while some countries outside the United States were documented as far as prison libraries were concerned, others were totally undocumented. To write about library services to correctional facilities in other countries, even with a limited coverage, from materials available in published form was not possible.

I then turned to three other sources - to the American Library Association, but even though the members are deeply involved in library service to prisons and other correctional facilities, they are almost entirely concerned with those of the United States. Secondly I went to the American Correctional Association because it is concerned with both the United States and Canada. John Braithwaite, a Canadian, has been president of ACA and we have had a meeting of the annual conference in Toronto. ACA was most helpful in providing me with information and with the names of people or agencies from which I could obtain additional information. These plus the people I, myself, knew in the correctional field in other countries, especially in Canada, gave me my start. I also turned to IFLA even though the association did not have a unit on correctional library services. I made a very satisfactory contact through the health services libraries which turned out to be a very firm and long lasting connection. Everyone with whom I corresponded through that connection really gave me excellent information or the information I needed concerning other good sources.

But that was only the beginning. I wrote to ambassadors and embassies and to the many people to whom I was referred by them. I ended by including 73 references at the close of my article with few of them in any standard library literature. Some material I received I could not translate nor could I find a translator. These 73 references were selected from the quantity of material which I acquired. All of this effort only provided me with some of the facts. Evaluation was not possible. A young library school student who reviewed this issue of LIBRARY TRENDS concluded how much more valuable the article would have been I made an evaluative comparison among and between the countries and I fully agree. Of course you see the problem an evaluator would have with the "facts" I had gathered. An evaluator really has to know about two or more services before doing such evaluating. Comparable facts were not available and if they had been, there was no central location or publication where such information could be located. I am relating this story because it emphasizes the importance of establishing a responsibility for library service in prisons/correctional institutions in the IFLA Section of Libraries Serving Disadvantaged Persons. The subject is of great importance to each one of us working with disadvantaged people and the lack of over-all information emphasizes the importance

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and necessity of the assuming of this responsibility. I see a better future as a result of this meeting today for future article/s being written which can provide evaluations as well as factual material and in such a way that it will benefit all of us in the field of corrections. Especially, it will help to improve all library service in prisons/correctional institutions.

Awareness

While I do not wish to make our new responsibility to seem difficult it does have many diverse aspects. I believe that today is the day we need to determine the many parts of that responsibility, develop a plan and a time table, start actively accepting the responsibilities and begin to move forward to improved correctional library service as a result.

In my opinion, one of our major responsibilities is to make people AWARE of the informational and recreational needs of all people in any type of correctional institution as well as the providing of access to needed legal materials. As librarians interested in the field, we are aware of the needs more than anyone else but we do need the support of all kinds from those people who can enable us to provide the service, the kind of service we know is needed - that which emphasizes and recognizes that prisoners are people. I see an association such as this providing the materials and providing the inspiration to its members which will enable them to inform people about institutional library needs and to do so easily. The ways to carry out this responsibility are many. A committee with this as its charge and with innovative ideas and cooperative co-workers can develop plans at this conference and carry them out as a beginning before we meet again next year in Japan.

These are our responsibilities as I see them - you may not see them as I do nor place them in the same priority that I do. I place the developing of awareness of the need for prison/correctional library service as our first priority. I see as the first step an article in the IFLA JOURNAL and an informational brochure. These should be one or our accomplishments within the next year. At the present time few such articles are appearing in any journals - almost none on an international basis. Although this action will still be raising awareness within our own profession, it will extend the dissemination of that information now available but unpublished or published with limited distribution. As time goes on, the awareness will need to be

broadened to include articles in correctional journals and in general publications unrelated to libraries or corrections.

Complete Literature Searches

At the same time we need to be aware of what has already been done so that we will not duplicate material already in existence. To know what exists requires an extensive literature search. Another committee can take on the responsibility of developing an exhaustive one without consideration of content or date. From such a resource we can draw together a selective listing or even the materials themselves of the most important materials on library service to correctional institutions. Such an annotated bibliography will be helpful and selected abstracts are invaluable in using the material listed. Some of it already exists and only needs to be brought together. It would be excellent to have one location in each country identified as a source where we could each obtain information of that country's library service to correctional institutions. I would guess that this is a dream of the future but not an impossible one. Such a service should be valuable in the country itself as well as internationally. Again the first step is the establishment of a committee within a working group to begin the literature search with the goal of being well established by the next IFLA Conference with all countries feeding materials into the committee.

It is important also that we know the present status of library service to prisons/correctional institutions in each country. It would seem that such a compendium should not be written now for wide publication but rather should be one for use by the Section which would fulfill a major responsibility of the Section. The beginning of a service where none now exists and the expansion and improvement of service when already established can result from such a status paper. This approach would not put an undue burden on any one person if it is done informally. I can envision in the future a formal publication on library service in correctional facilities on an international basis. Because countries differ in so many aspects, the library service patterns will also vary widely. From this compendium, however, a valid evaluation and comparison can be made between and among countries and their patterns of service. Our goal and our reason for being is to ensure that people institutionalized in a correctional setting have adequate library service in whatever type

of facility they are held or where they are located in that institution. For the present I shall say that those services should be at least a t a basic level but not at present defining that level.

Survey of Library Service

In relation to determining the present status of library service in correctional institutions, I hesitate to recommend a survey at any early stage of our activity. My reason is that a survey of any magnitude requires much time and money and usually comes out so much later than the facts included that it is historical in nature rather than providing current information. At some time along the way a survey and report will certainly be helpful but I recommend starting with the essay type survey statement provided by each country to one central source and issued in writing. An outline of the points to be covered will facilitate the writing and help to ensure comparability. Within this activity, as far as a time table is concerned, will be the drawing together of the summary statements so that by the next conference we will have two documents in draft form - a bibliography and a status statement - imperfect though they may be - they will be working documents which will spur us on to the next phase, ACTION.

Action

In all of this beginning work, committees will need to take on serious responsibilities. Throughout it all we must have a constant group with membership from all of the countries so that continuity can be maintained. I hope that the 1986 working group can start work within this conference and the responsibilities assigned, volunteered or otherwise established for developing the bibliography and the status summaries as well as article writing and brochure development.

Within the ACTION phase is a first priority of each country's taking on the responsibility of the beginning of library service to prisons/correctional institutions where it does not exist and improving and expanding where it is already established. To be aware and to know are essential but to act establishes this need for awareness and knowledge with no extensive search. We know that there are presently prisons/correctional facilities in existence without library service and some that is less than good. To go along with this action priority is a closely linked one and that is the establishing of a clearinghouse for ideas, materials, programs and people for the

service. To a certain extent this all will evolve from the first and second priorities but it does need a specific place within the planning so that it will become a reality. The clearinghouse may be a newtork of people and or it may be a network of libraries. Eventually a committee will be needed to develop how the clearinghouse idea can be developed into a practical and realistic exchange of information and

Policies and Standards

It may be that we will want to develop overall policies or model policies to share such as book selection, basic collection requirements and personnel characteristics with examples of services to be provided. From these policies, each country can develop its own. We may wish to develop position papers concerning correctional library service which will be models for all to follow. All of this can be made available through clearinghouse/networks within the association. A fourth priority and a part of the Action phase, only fourth because in the beginning this is a complex responsibility - this is the development of standards/ guidelines at the international level. Such should be possible sometime in the future. I am thinking of and recommending rather than international standards/guidelines the development of an international outline for standards/guidelines: an outline for those elements which should be provided in the standards with general suggestions as to the content. This will be a long process and I suggest eventually a committee on standards which will prepare a draft which would have wide review among libraries working with prisons, both IFLA and members outside IFLA. It is most important throughout the work of the Section and its working committee to be closely involved with the members of the correctional profession - also with offenders and ex-offenders so that we are not working in a vacuum. When the outline is completed, it will require a final review of this section and adoption within the organization to give them an official status. The American Correctional Association has updated standards on various types of correctional facilities which contain standards on libraries. We have many other standards but they are not presently updated. The joint committee on institution libraries, American Correctional Association and the American Library Association, ACA/ALA is in the process of reviewing the standards for adult correctional facilities which the committee previously developed.

Even though the standards are not current, they may be helpful in developing an international outline of elements which should be contained in the standards. They should come to light in the literature search. In the issue of LIBRARY TRENDS of which I spoke earlier, although certainly dated now, there is an article by Barratt Wilkins, now State Librarian of Florida, who has had successful and extensive experience in the field of library service to correctional library service. The article tells what has been done in the field of standards in the United States up to that date and the trends at that time. It is followed by a very good reference list. I have made available some listings for the American Library Association and the Division of the Association of Specialized and Cooperative Library Agencies which provide some background information on standards in the field of correctional library service.

Evaluation and Accreditation

What comes next in our responsibilities? Evaluation. It may take the form of a an evaluative survey or it may be in the form of self-assessment. As each country develops standards, each country can evaluate the library institution by institution. Then can come accrediation if this IFLA group believes that accreditation is necessary and possible. I am really a person who has been converted in this area. I was a non-believer in accrediation without enforcement but I can now see that correctional institutions do wish to become accredited as a matter of of professionalism and not because of a penalty if they do not. Perhaps correctional libraries can be included in a total correctional institution accreditation movement.

I am sure we have more responsibilities than I have outlined but this will do as a start for a working group - to begin with awareness and move into action. Some of this work will be accomplished by the next meeting, if not before - some to be achieved in the years to come.

Newsletter

I did not include a newsletter in my listing of activities and not because I discount the great value of newsletters but because too often so much time and energy goes into their production and distribution that the basic committee work cannot be accomplished. It is important, however, that we do maintain communication even though

I also realize the responsibility for maintaining it on a regular basis becomes difficult. It would seem a good plan to follow is to try to achieve a quarterly mailing to members of this section of items which could include the minutes, newsitems of interest, clippings, productions of the committees and the description of the services in each country as each comes in.

I am giving you today, three brief handouts: ASCLA publications in the area of library service in prisons/correctional institutions, a scale I developed in Nevada for library service availability in correctional facilities and a quick list of resources in the United States to give us a small start on our literature search.

I know we have much to do but it is exciting and gratifying work and it will upgrade library services to prisons/correctional institutions everywhere. This meeting, today, is certainly a landmark in the development of library service to prisons/correctional institutions everywhere!

Conclusion

The immediate activitation of a 1986 Working Group in IFLA on Library Service to Prisons/Correctional Institutions is essential to the development of library service on an international basis. The committees which should be established immediately within this Group are:a.A committee to write an an article/s for the IFLA JOURNAL and other library professional journals: b. A committee to develop an informational brochure; c. A committee for the literature search and bibliography; d. A committee to bring together the reports of countries on their present library service in corrections; e. A committee to disseminate the minutes of the meetings and other materials to the members. All committees named to report at the 1986 IFLA Conference.

Other work, such as a clearinghouse, guidelines, standards, evaluation, accreditation and a newsletter to be developed at a later date.

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A SCALE FROM 1 TO 10

WHERE IS LIBRARY SERVICE IN PRISONS/CORRECTIONAL INSTIUTIONS IN YOUR COUNTRY?

10 LIBRARY SERVICE AVAILABLE TO THE PEOPLE IN PRISONS/CORRECTIONAL INSTITUTIONS EQUAL TO THAT AVAILABLE TO THE GENERAL POPULATION.

9 REFERENCE SERVICE PROVIDED ON AN INDIVIDUAL BASIS TO THE PEOPLE CONFINED IN PRISONS/CORRECTIONAL INSTITUTIONS.

8 MATERIALS ACQUISITION AND SELECTION POLICIES MUTUALLY DEVELOPED FOR LIBRARY SERVICE ARE IMPLEMENTED.

7 STAFF MEMBER/S ASSIGNED ON AN ON-GOING BASIS TO LIBRARY SERVICE TO PRISONS/CORRECTIONAL INSTITUTIONS WITH SERVICE TO CELL AREA AS NEEDED.

6 LIBRARY SERVICES SET UP IN PRISONS/CORRECTIONAL INSTITUTIONS FOR RECREATIONAL, INFORMATIONAL AND LEGAL USE IN A SPECIFIED ACCESSIBLE AREA.

5 LIBRARY AND PRISONS/CORRECTIONAL INSTITUTIONS DRAW UP FORMAL AGREEMENT INCLUDING A PLAN DESCRIBING THE SERVICE, ITS STAFFING AND FUNDING.

4 PRISON/CORRECTIONAL INSTITUTION ADMINISTRATION AND LIBRARY TALK ABOUT DEVELOPING FORMAL LIBRARY SERVICE.

3 LIBRARY PROVIDES SERVICES TO THE PRISONS/CORRECTIONAL INSTITUTIONS.

2 LIBRARY BRINGS SELECTED PAPERBACKS AND MAGAZINES TO THE PRISONS/ CORRECTIONAL INSTITUTIONS FOR THE USE OF THE PEOPLE CONFINED THERE.

1 COMMUNICATION BETWEEN THE ADMINISTRATIONS OF THE PRISONS/CORRECTIONAL INSTITUTIONS AND THE LIBRARY.

0 NO LIBRARY SERVICE AVAILABLE.

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RANDOM REFERENCES ON LIBRARY SERVICE IN PRISONS/CORRECTIONAL INSTITUTIONS

1970
"Constitutional Victories Strengthen Inmates' Freedom to Read." Newsletter on Intellectual Freedom. September 1970. pp. 82-83.

1971
"Three Ballads of Reading in Gaol." Steve Lerner, Wiley Hampton, Laurel Burley. Synergy. January/February 1971. pp. 13-19.

1972
"The Librarian and the Jailer." Mary R. Stewart. News Notes of California Libraries. Summer 1972. p. 21

1973
"Jails Need Libraries Too!" Barratt Wilkins. AHIL Quarterly. Winter-Spring 1973. pp. 13-19.

1974
" Library Services a Keynote of National Jailers' Meet." Library Journal. February 1, 1974. pp. 327-328.

1975
"Jailhouse Libraries." Mrs. Helen Lovett. Illinois Libraries. November 1975. pp. 513-514.

1976
Library Service to Municipal and County Jails. Robert D. Cooper Library Service. Self Help Project. Ellenburg, Washington. 1976.

1977
"Library Service to Correctional Facilities in Other Countries." Phyllis I. Dalton. Library Trends. Summer 1977. pp. 97-117.

1978
"Images of Libraries in Prison Diaries." Daniel Suvak. Library Journal. February 15, 1978. pp. 428-431.

1979
"Institutional Library Service at Buffalo and Erie County or Yo! Library Man." Peter Losi. The Bookmark. Winter 1979. pp. 79-83.

1980
"National Institute on Library Service to Jail Populations." Keystone. April/May 1980. pp. 1-11; Show-Me Libraries. May 1980. pp. 11-15.

1981
Standards for Adult Local Detention Facilities. Second Edition. American Correctional Association. College Park, Maryland. 1981.

1982
"Libraries Limited: Library Service to the Imprisoned." Richard T. Miller, Jr. Show-Me Libraries. January 1982. pp. 16-23.

1983
"Acquisitions for Prison Libraries." D. A. Coe. Library Acquisitions. v. 7, no. 9: 1983. pp. 29-33.

"Jail Library Service in the United States." Rhea Rubin and Connie House. Library Journal. February 1, 1983. pp. 108-173.

1984
"Importance of Libraries in Corrections." W. J. Dickey. Wisconsin Library Association Bulletin. Spring 1984. pp. 30-31.

"Library Services Behind the Walls for Prisoners: An Ever Present Challenge." Bradley Plummer. The Bookmark. Fall 1984. pp. 38-40.

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SOME MATERIALS AVAILABLE FOR PURCHASE - PRISONS/ CORRECTIONAL INSTITUTIONS

ASCLA PUBLICATIONS:

A Brief History of Libraries in American Correctional Institutions, by Austin McCormick. 1970. 20 pp. ASCLA members $.90; nonmembers $1.00.

Library Standards for Adult Correctional Institutions. ACA/ALA Joint Committee on Institution Libraries. 1981. 24 pp. ASCLA member $4.50; non-member $5.00.

Library Standards for Juvenile Correctional Institutions. ACA/ALA Joint Committee in Institution Libraries.1975. 7 pp ASCLA member $1.35; non-member $1.50.

Selected Summaries of Court Decisions Relating to the Provision of Library Services in Institutions. Arthur J. Moen. ASCLA. 1982. 66pp. ASCLA members $9.00; non-members $10.

(Send prepaid orders to ASCLA publications, American Library Association, 50 East Huron Street, Chicago, Illinois 60611).

ALA PUBLICATIONS:

Jail Library Service: A Guide for Librarians and Jail Administrators. Linda Bayley and others. 1981. 128p. $17.50 per copy.

Library Standards for Jails and Detention Facilities. 1981. 8 pp. $1.50 per copy. (Reprinted from JAIL LIBRARY SERVICE)

Jails Need Libraries Too! Guidelines for Library Service Programs in Jails. 1974. 15 pp. $.75 per copy.

Workshops for Jail Library Service; A Planning Manual. Linda Schexnaydre and Kaylyn Robbins. 1981. 128pp. $17.00 per copy

Who's A Censor? A Look at the Realities of Censorship in Institutional Libraries. 2 cassettes. $21.90.

(Send prepaid orders to the American Library Association, 50 East Huron Street, Chicago, Illinois 60611).

ACA Publications

Standards for Adult Correctional Facilities. Second edition. 1981. $10.00.

Standards for Adult Local Detention Facilities. Second edition. 1981. $10.00.

Standards for Juvenile Detention Facilities. Second edition. 1983. $10.00.

(Send prepaid orders to American Correctional Association, 4321 Hartwick Road Suite L-208, College Park, Maryland 20740).

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August 1985

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The Prison Librarian,

a link in your info chain

Librarians can make a valuable contribution to your Correctional Management Team. The prison Librarian acts as a broker between people with information needs and the agencies with the resources to address these needs. The Librarian can help you to manage information to support planning and decision making in your organization.

Each of the divisions in your institution need specialized information that will allow them to function effectively. The Library or Information Center is the place where information is organized and available for access by everyone.

The Librarian can assist ADMINISTRATION in the everyday operation of an institution, the planning process, and in the accreditation and certification process. The Librarian can maintain on site information and access data bases for criminal justice and legal information; materials on personnel, staff development, training, job advancement preparation, correctional agencies in other states, programs in other states.

The Librarian can assist EDUCATION by selection of:

1) life long learning resources for non-student residents
2) educational technology
3) staff development materials for education personnel
4) materials in support of education curriculum
5) audio-visual resources
6) leisure materials on different levels of literacy

The Librarian can assist RECREATION by:

1) providing inmates with constructive opportunities for use of their leisure time with minimal supervision
2) bringing cultural experiences to the population
3) making available rule books for sports and refereeing
4) circulating physical fitness materials
5) arranging audio-visual programs

The Librarian can assist VOLUNTEER SERVICES by researching:

1) sources of volunteers
2) information on recruiting and training
3) outside funding sources
4) names and addresses of organizations to help with volunteer services

The Librarian can assist SOCIAL WORK AND CLASSIFICATION by finding:

1) information on criminology, psychology of the offender, testing and measurement
2) re-entry programs - organizations and agencies to assist clients upon release
3) resources for prescriptive inmate self-actualization

The Librarian can assist HEALTH CARE PROVIDERS by acquiring:

1) health care information to which patients can be referred (books, pamphlets, films, tapes)
2) access to current medical information
3) preventive health care information

The Librarian can assist LINE STAFF by collecting:

1) information to assist with career advancement
2) materials on coping with stress and other job related matters
3) information on outside organizations and agencies and referring staff to community resources

The Librarian can assist PRISON INDUSTRIES, VOCATIONAL EDUCATION PROGRAMS, WORK RELEASE by finding:

1) trade journals, marketing and production information via interlibrary loan
2) career opportunity information related to trades
3) career exploration, job opportunities, resume writing, wage and salary information and training materials for use with inmates
4) addresses and information on potential business and industry employers

The Librarian can assist in aiding in the management and habilitation of SPECIAL POPULATIONS by having available:

1) materials for use by the physically and visually handicapped in a broad variety of formats
2) information on legislation and standards addressing the needs of special populations
3) specialized service modes to bring resources to areas of confinement

The Librarian does not have to purchase resources to make them available to you. It is important to remember that the library is an access point. The librarian is trained to acquire information through national interlibrary networks and on-line data base searches.

Write or phone your State library agency for the name of the Institutional Library Consultant for further information on how a Librarian can serve you.

ACA
AMERICAN CORRECTIONAL ASSOCIATION
PREPARED BY: Institution Libraries Committee
6/85

IFLA

1985

IFLA GENERAL CONFERENCE, CHICAGO

Division: Libraries serving the General Public

Section: Libraries serving the disadvantaged people

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PRISON LIBRARY SERVICES -

A RESPONSIBILITY FOR THE PUBLIC LIBRARIES

BY

BJØRG HEIE

DEPUTY DIRECTOR, NORWEGIAN DIRECTORATE

FOR PUBLIC AND SCHOOL LIBRARIES,

OSLO, NORWAY

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PRISON LIBRARY SERVICES - A RESPONSIBILITY FOR THE PUBLIC LIBRARIES.

By Bjørg Heie.

The public library services are to be free of charge and available to everyone, as far as this is possible. These are the main principles for the Norwegian public library service and they are cemented into the Norwegian library legislation. In the introduction to the proposition for a new library act one finds, for example:

"The public library services are to be available for everyone. However, it is necessary to emphasise the responsibility for groups who easily can be isolated from the library service. The development of outreach services and the acquisition of suitable materials for those who have special needs are the responsibility of the public libraries."

There seems little chance that prison library services will be given special attention in the new legislation. However, they will be mentioned in the commentary to the law as a responsibility for the state, who shall run them in cooperation with the public library services.

Facts about Norway.

In order to present a better picture of the development of prison libraries in Norway, I would like to present a few facts concerning the country and the administrative structure of both the public libraries and the prison services.

Norway has an area of ca. 324 000 sq.m. and a population of ca. 4 million and compared with f.i. Great Britain which has an area of 244 000 sq.m. and a population of ca. 55 million it is a rather sparsely populated country. Norway is divided into 453 municipalities. These are independent administrative units and are obliged by law to provide a public library service for their inhabitants. Furthermore, we have 19 countries which are larger regional units and which, amongs other

things, have to have a country library. The county libraries are to provide advice for the municipal libraries as well as supplementing their services to the public. Further, we have the Norwegian Directorate for Public and School libraries as the leading administrative and professional body for the public and school libraries. This Directorate is connected to the Department for Culture and Science.

In Norway we have 39 prisons with an average of 2 000 prisoners at any one time. 3% of these are women. 3 of the prisons are national prisons, 25 are county prisons and 11 are auxiliary and open prisons. The national prisons take in prisoners from the whole country, all serving sentences of at least 6 months. In the larger county prisons, sentences of up to 18 months can be served, while 6 months is the maximum for the smaller county prisons. All prisons are run by the state. The county prisons also house those taken into custody whilst their cases are being investigated. Such persons are often denied the right to receive both mail and personal visitors for ofen long periods and quite frequently have a very limited action radius.

Administratively the prisons are divided into 4 districts. The highest administrative and advisory body for the service is placed in the Departement of Justice's Section for Central Prison Administration.

Library services in prisons ut to 1980.

The idea of providing literature for recreational purposes in prisons is not a new one. Libraries in prisons have a long tradition. Firstly as a therapeutical service and later as a purely recreational service to be used by most of the prisoners. Traditionally, a priest or one of the inmates has been responsible for the running of the service. The prisons had only small budgets for buying books, and the libraries therefore consisted of many old books and books donated to the prisons. Also, in the 50's and '60's the public libraries began more and more to provide small depots of books for the

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prisons, even some times providing a librarian every fortnight. However, these initiatives were subjective to the good will the individual prisons had in the respective municipalities and as to how well the public library outreach services were developed.

The import model- buying services from the municipal public libraries.

The end of the 1970's saw the beginning og a conscious effort towards providing all prisoners with a library service equal to that of the public libraries. The service was to be uncensured and free from other limitations. The registration and the planning of this service was carried out by the Norwegian Directorate for Public and School libraries in cooperation with the prison authorities. By 1980 we had sufficient funds to finance a trial project for a library service in 4 prisons. The project was to run for 2 years and involved 1 national prison and 3 county prisons. The largest institution had 180 inmates and the smallest 28. 2 of the prisons, Ila national prison and Berg county prison, har prisoners serving long sentences. Furthermore, Ila has special security cases, whilst Berg is an open prison, whereby the inmates can attend educational centres outside the institution and where the prison gates are open all day.

The financial backing for the project was provided over the national library budget, and was used to purchase services from the respective public libraries. This model is a natural choice in Norway where most of the prisons have less than 50 inmates. To develop separate prison libraries would be both meaningless and very expensive under our circumstances. Also, the prison authorities were alreaedy accustomed to importing services in other areas. The education committee in the municipality, for example, is responsible for all education within the prisons. By purchasing services from the public libraries, the prisons gain access to the total library service in the municipality and, through the inter -library lending service, to books outside the municipality. In addition, the stationary collections within the prisons could also be replaced as necessary.

But why was it necessary to buy services from the public libraries? Aren't the public library services supposed to be available to everyone? We are all familiar with the fact that outreach services are staff intensive as compared to the other public services. The prisons would be no exception. We were not only to provide the books, we were also to actively promote them.

We knew that most of the users we would have in the prison had very little education, that the percentage of school losers, problem readers and slightly mentally handicapped were higher that otherwise in normal society. We knew also that most of them were not used to reading books and that they rarely, if ever, used the library. If the library service was to be satisfactory then it would have to have a very broad selection of books and highly skilled staff, who had sufficient time to cater for the needs of each individual prisoner. The resources needed were so large that we could not expect the municipalities to provide them free of charge to a state institution.

The solution therefore, was that contracts were made between the individual institutions and the nearest public library as to the division of responsibility for the different parts of the services. The parts the public libraries were responsible for were financed over the national library budget.

The initial trial period was to last 2 years. However, it was extended on a yearly basis until the service was made permanent in 1984. The project had been very successful. Issues within the first year were already 10 times higher than the average found in the public libraries. In 1984 the service was made permanent in the 4 project prisons and expanded to include an additional county prison. As from 1985 the 2 remaining national prisons will be included in the service, one for women and one for men. Future plans are aimed at achieving a library service for 65% of all prisoners by 1989. The remaining 35% are serving shorter sentences in auxiliary, open or smaller county prisons. The intention is to provide a service for these in the future but one that is less extensive and thus less expensive.

Contract. The division of responsibility between prison and library.

The model agreement for cooperation between the public library and the prison authorities on a library service in prisons is as follows:

COOPERATION agreement between ..... PUBLIC LIBRARY AND ..... ON A LIBRARY SERVICE IN THE INSTITUTION

1. The agreement is in force from .... until the end of the year. Thereafter it is renewable for one year at a time, unless one of the partners gives notice otherwise. Notice should be given 3 months in advance.

2. The library service in the institution should be considered as a department of the public library (alternatively as a part of the public library's home visiting service). The prison library has the same access as other departments to the public library's common services. The public library's expenses in running this service will be refunded by a special grant from the state. This grant is to be added to the library's normal budget.

3. On the condition that the state covers all expenses, the public library is responsible for:
   a) The building up an maintainence of a borrowing collection (depot). Individual books can be ordered from the public library when required.
   b) The building up and maintenance of a reference collection.
   c) Supplementary collections in the departments.
   d) Journal subscriptions.
   e) Stationery and transport costs.
   f) Salary expenses for the staff of the public library who, directly or indirectly, are employed in providing a library service to the prison.

4. The prison has the financial and administrative responsibility for:
   a) Localities, furnishings and tecnical equipment. Maintenance.
   b) Newspaper subscriptions.

5. The book collection is to be built out in accordance with the prevailing guidelines for public libraries book selection.

6. The development of the library service in the institution is a shared responsibility between the leadership for the institution and that of the public library. Contact meetings ought to be held at least once a year to discuss practical and administrative aspects of the cooperation, including the budget.

7. The responsibility for integrating the library's staff within the prison and within the public library rests with the respective leadership of the two bodies. The librarian ought to maintain good contact with both the staff and the inmates of the prison as regards the organization of the library service there. This contact can be ensured by allowing the librarian to participate in the prison's staff meetings. If desired, a library committee can be formed of staff who are involved directly of indirectly. Wherever possible, the prisoners ought to be represented. The librarian convenes the meetings.

8. The current collection of the prison's library is to be considered as part of the public library's collection. The public library is to revise the stock as necessary.

9. Any alternative to this agreement must be present to the Central Prison Administration, Ministry of Justice and the Norwegian Directorate for Public and School Libraries.

10. The institution retains the permanent collection in the event of the agreement being terminated.

The agreement is entered:

Place, the ..... (date)

....

A signature for the municipality A signature for the prison

Re. 2.

We in the Norwegian Directorate for Public and School libraries recommend that the library service is organised as a separate department. It will be a small department. However, it is desirable that the librarian thereby will achieve the same rights as the other departmental leaders to, for example, attend book selection meetings. However, if the structure of the public library is such that it is more natural to organise the post as a part of the "home visiting service", then we have accepted this.

Re. 3 and 4.

The public libraries are responsible for the typical library services such as staffing, the provision of all materials with one exception, that is newspapers. The prisons have a long tradition of providing newspapers and this service is continued.

The state pays for all services rendered by the public library, even the indirect costs involved in administration and common services.

The prison is responsible for localities and equipment, including shelving in the library and in the various departments, book trolleys and office equipment. Most Norwegian

23

prisons are old buildings and it is therefore difficult to find suitable library localities. It took some time to convince the prison authorities that suitable localities were really necessary for this kind of library service. The localities in use today are far from perfect, however, we accepted using them if they were reasonably suitable, so that we could get startet. Our long-term aim, however, is to find satisfactory localities.

In order to have a goal to work for, it was necsesary to establish norms and standards for library localities in prisons. On the basis of an initiative from the Norwegian Directorate for Public and School libraries, the Central Prison Administration in the Ministry of Justice appointed a working group to investigate library localities in prisons. The committee's recommendations comprised plans and standards for equipment for 3 different sizes of prisons: 1) Prisons of up to 50 inmates. 2) Prisons with 50-100 inmates and 3) Prisons with more than 100 inmates. These recommendations are now used when planning new localities. A part of the common room, ca. 25 sq.m., is recommended to be used as a library in the smallest prisons with up to 50 inmates. Separate localities for the library are recommended for the larger prisons and plan models of 60 sq.m. and 80 sq.m. respectively have been made for prisons with 50 and 100 inmates. The recommended book collections are respectively 2 500 and 4 000 volumes.

Re. 5 and 6.

These paragraphs emphasise the fact that library services in prisons are an extension of the public library service. The responsibility for a seccessful cooperation does not rest with the librarian alone, but is a responsibility for the leadership of both the prison and the public library. Every effort must be made to integrate the librarian into the psison's personale and thereby achieve maximum cooperation and information. Similary, the librarian must be integrated into the professional milieu of the public library.

It can be of great assistance to the librarian to have a reference group within the initial phases whilst the service is being developed and whilst it is new. We have had or still have such groups in all the prisons where we have libraries. The groups are formed mainly of others working with cultural and recreational activities within the prison, a representative for the teaching staff and a representative for the prisoners. This group, the library committee, has no authority but discusses the development of the library and the best way to organise cooperation amongst the different personale categories.

Re. 5.

Some of the prisons already had collections of books that were suitable for use alongside the public library's collection. This paragraph is included as a guarantee for the prisons of the right to retain these former collections in the event of any termination of the service.

Size of collections, payment for the right to use the books.

The size of the collections is based upon the norms for book collections and annual acquisition in the Norwegian public libraries, and upon the special conditions found in prisons. There ought to be a main lending collection and supplementary collections distributed in the common rooms throughout the different departments. In some institutions it will be necessary to organise visits to individual prisoners and book-trolley rounds. The minimum standard for a collection in a public library is 3 000 volumes, however, for prisons libraries the minimum is 1 000 volumes. In both instances the annual aquisition rate is 8% of the prescribed book collection.

These book norms are not based on size of population, but on activity. If the activity indicates a larger collection than 1 000 volumes, then the capacity is increased after a fixed scale. In principle, the books are not to be placed permanently within the prisons. The prison library is to have

access to the total collection of books within the municipality.

However, in practice, a large part of the collection will be permanent for example, reference books and a basic collection of ficiton. No money is directly allocated to purchasing books. Payment is made for the right of access. There are no regulations as to how much money is to be used on purchasing books for the prison. Local judgement has to reign here. However, the amount paid is equivalent to the purchase of 8% of the prescribed book collection. There is also a developmental grant of 20 % for the first 2 years.

Staff requirements.

The following scale is used calculating staff requirements:

0	-	30	prisoners	-	30%	of a	position
31	-	50	- " -	-	40%	- " -	
51	-	75	- " -	-	50%	- " -	
76	-	100	- " -	-	60%	- " -	
101	-	125	- " -	-	70%	- " -	
126	-	150	- " -	-	80%	- " -	
151	-	175	- " -	-	90%	- " -	
176	-	200	- " -	-	100%	- " -	
201	-	250	- " -	-	125%	- " -	
251	-	300	- " -	-	150%	- " -	

The table has been devised on the basis of experience gained during the trial period and from library services in institutions in the rest of Scandinavia.

These working hours should be sufficient for all the tasks involved in the provision of a prison library service, that is the work in the prison itself, administration and the use of common services in the public library. There are no regulations as to how much time is to be spent within the prisons, however the average time used is between 70-80%. A proper analysis would probably reveal that the public libraries

spend more than the allocated 20-30% of the working time on common services, thereby subsidising the prison libraries. However, no directives accompany the yearly transfer of funds. Each municipality can decide how much should go to work in the prison and how much to common services.

Work in the prison library.

The specific aims and responsibilities of the library within the prison are given in the following model regulation:

1. The area of responsibility and the economy for the running og the library is established in the latest cooperation agreement.

2a. The library service shall help provide meaningful recreation and study opportunities for the prisoners. The prisoners shall have the same access as other members of the community to the total resources of the public library.

2b. The library staff are employed in consultation with the leadership of the prison. They shall be informed of the institution's routines, the need for secrecy, and security measures and must follow these.

2c. A library service shall also include persons who are unable to come to the library themselves.

2d. The library shall also try to provide books and other relevant material that are not available in the public library, but are required by the borrowers.

2e. The library should be available to provide guidance and information to its users.

The regulation is almost identical to that developed for the Norwegian public libraries. With the exception of point 2b, there is no mention of the special aspects of working in a prison library. This point covers the security clearance of

those employed in a prison library. The prison authorities have considered this point totally essential from the very beginning. I am happy to relate that there have been no incidences of breach of confidence by any of the library staff. The prison authorities were very concerned about potential drug smuggling but there has never been any suggestion of this at any time.

Security measures in the prison have to be respected and this has naturally inhibited the service to a certain degree. The fact that prisoners in special departments have to be accompanied by an officer means that they cannot visit the library as often as they would like, nor can they stay as long as they like. In such instances, all efforts must be made to interest the officer in the library service, to prevent visits being shortened because of the officer's impatience.

The service provided to prisoners in isolated cells or special departments varies from institution to institution. In some places the prisoners are accompanied to the library, in others the librarian visits the prisoner. Many of the older buildings have no lifts and are otherwise unsuitable for book trolley rounds. A basket of books may be the only alternative. The best service is provided when the prisoner visits the library in person and the aim is to achieve this as far as possible. Collections of reference books and lighter fiction books should be placed in the common-rooms as well as in the library. These collections are usally well used and often serve as an introduction to the library.

As mentioned earlier, many of the users of the prison library are more disadvantaged than the general public library user. On the other hand in the prisons the librarian is able to get in touch with every individual. As a result of these the library's in prison are more frequency used than other public libraries. On average 80% of the prisoners are borrowers as compared to 27% otherwose in the public library. Issue per prisoner is ca. 55 whilst issues in the public library are 4.3 per inhabitant. The highest reading frequency is found amongst the prisoners in the closed departments.

Generally one can say that prison library users have the same needs as those of the public library. Inter-library lending, for example, is widely used, as is literature published in a foreign language, however this is largely due to the high proportion of foreigners in the prisons. The prison librarians maintain that their users are more individual and have a wider range of needs as compared with the normal public library user. The range stretches from the very specialised to the very simple and easy read literature.

The librarian becomes an additional resource in the prison and is employed in other activities as well in the traditional library tasks. For example, he, or she, has to cooperate with other staff categories in the prisons, especially those employed in cultural and educational activitied. The library also arranges cultural events, especially meetings with authors, where the main aim is to promote the library and come in touch with those who otherwise do not use its services. Reading aloud is also practised in small groups, sometimes with the librarian reading and other times a visiting author.

Conclusion.

The library has become a very popular and well used activity within the prisons. The prisoners value it for its neutrality and its tailoring to every individual need. The administration and the staff of the prisons value it as a positive influence which often has encouraged more calm in the departments. The institutions who have not yet started a library service are now queueing up. This is extremely satisfying as there was a great amount of scepticism in the beginning. The library service has become a must.

Most of the credit for the success of the service is due to the great effort spent in making the cooperation function; Cooperation between the institution and the library, between the prison and the library authorities, cooperation between the prison librarians. Since the project began, meetings have been arranged once a year for the librarians so that they get together and discuss new aims and common problems.

Where have we not been successful? In spite of all the regulations the librarian is ofen left alone with the problems concerning the prison library. In the future we must therefore strengthen their relationship with the public library. This can be achieved perhaps by circulating the position, or by letting several persons share it. We must find ways of maintaining the enthusiasm shown by these librarians in their work.

Many of you may have the feeling that we have overdone the need for detailed norms and regulations when one considers the small amount of prisoners in the prisons. However, we do not share this feeling. On the contrary, this detailed groundwork has enabled ut to develop simple budgeting routines and an effective centralised advisory service.

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